BRITISH COLUMBIA'S COMMUNITY RESPONSE NETWORKS

EVALUATION REPORT

to the Public Guardian and Trustee of British Columbia

Submitted by:

Linda Derkach Alison Leaney

Adult Guardianship Implementation Project
Public Guardian and Trustee of British Columbia

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Executive Summary

Part 3 of the *Adult Guardianship Act*: Support and Assistance for Abused and Neglected Adults provides for the development of community networks to improve the coordination of community support and assistance for adults who are abused or neglected.

One of the many tasks undertaken to prepare for implementation of the Adult Guardianship Legislation is the development of these community networks. Currently over 65 communities are in the process of creating networks, now known as Community Response Networks. (CRNs)

This evaluation report focuses on:

- the legislative context for CRN development
- the process and substance of Community Response Networks
- what has been learned from the CRN development in large and small communities around the province, and
- the related projects underway to enhance support to CRNs.

Throughout the province, CRNs are involved in five key activities:

- outreach to involve a broad cross-section of the community
- education, awareness and prevention
- understanding the current response to abuse, neglect and self-neglect
- team building and relationship building, and
- supporting advocacy and taking on an advocacy role.

People involved with CRNs report that:

- the need for CRNs is recognized within communities
- CRN development achieves positive results
- modest funding for coordination has enabled communities to undertake a variety of activities
- support from the Adult Guardianship Project at the Public Trustee, and the Abuse, Neglect and Self-Neglect Planning Group has facilitated CRN development through the provision of print materials, consultation, orientation, education and training
- the CRN development process is successful because it recognizes the unique needs and realities of each community

Challenges facing CRNs are:

- the uncertainty of short term project funding
- getting started, developing a vision, identifying measures of success and identifying a fully functioning CRN
- moving beyond a network of service providers to include people more vulnerable to abuse, neglect and self-neglect

Included in this report are recommendations for a number of strategies to support the continued development of CRNs throughout the province.

Recommendations include:

- continuing regional meetings to share ideas and talk about what's working
- education, training and consultation on the legislation and the CRN development process
- regular news bulletins on the status of implementation
- addressing workload concerns of designated agency staff
- continuing funding CRNs for a minimum of three years
- balancing the process of developing the CRN with the need to respond to adults right now
- making information available in plain language and culturally sensitive ways

The work of supporting the development of community response networks throughout BC has been an enormous undertaking. While there is still much to be done, it is clear that networks enjoy broad support and offer the best opportunity to build stronger and safer communities for all citizens.

Respectfully Submitted by:

Linda Derkach
Director of Implementation
Adult Guardianship Legislation
Public Trustee of British Columbia

Alison Leaney
Guardianship Project
Public Trustee of British Columbia

PART I: New Laws for British Columbia

1.1 Introduction

In 1989 an immense community and government process was undertaken to identify issues affecting adults in contact with the adult guardianship system in British Columbia.

This process became a partnership among community-based advocacy organizations, professional associations, health, social, financial, and legal service providers, and government ministries and programs.

This partnership became the Project to Review Adult Guardianship and guided a sweeping consultation initiative inclusive of over 4,000 people resulting in the development of a discussion paper entitled How Can We Help?:

Participants wanted new legislation to achieve the following:

- confirm the right of adults to self-determination
- recognize the importance of rights information, advocacy and the informal support of family and friends
- provide an opportunity to plan ahead
- establish a new system for substitute decision-making
- address the issue of consent to health care when adults become incapable
- address the issue of abuse, neglect and self-neglect of vulnerable adults

The work of transforming these goals into legislation began, and in 1993, the British Columbia Legislature passed four statutes known as the Adult Guardianship Legislation. They are:

- the *Representation Agreement Act*
- the *Adult Guardianship Act*
- the *Health Care (Consent) and Care Facility (Admission) Act*
- the *Public Guardian and Trustee Act*

This legislation is guided by three important principles. While not new, they are significant in that they are embodied in legislation, and have been woven into the regulations and guidelines flowing from the statutes. These principles are:

- Self-determination

All adults are entitled to live in the manner they wish and to accept or refuse support, assistance or protection as long as they do not harm others and they are capable of making decisions about those matters.

- Just enough support

All adults should receive the most effective, but least restrictive and intrusive, form of support, assistance or protection when they are unable to care for themselves or their assets.

- Court is a last resort

The court should not be asked to appoint, and should not appoint, decision-makers or guardians unless alternatives, such as the provision of support and assistance, have been tried or carefully considered.

Although these four statutes were proclaimed in June 1999 to come into force on February 28, 2000, the many activities that have been undertaken to prepare for implementation have already had significant impact on the way that adults are supported and served in this province.

This is particularly true of preparation for Part 3 of the ***Adult Guardianship Act*: Support and Assistance for Abused and Neglected Adults**. Supported by the Abuse, Neglect and Self-Neglect Planning Group at the Public Trustee of British Columbia, communities throughout the province have begun the work of developing **Community Response Networks (CRNs).**

This report focuses on:

- the process and substance of these networks and
- what we have learned from the community development work of large small communities around the province.

1.2 Why This Legislation is Needed

When adults are abused or neglected, it can be difficult to know whether to step in and offer support. We assume that adults can take care of themselves, but we know this is not always true. Sometimes, adults cannot seek the help they need for a variety of reasons.

Responding to the abuse, neglect and self-neglect of adults is often challenging. Agency mandates are not always clear, and there has not been agreement on the meaning of abuse, neglect and self-neglect.

Up until now, we have not had consensus on the principles that guide people and agencies in the delivery of services. Nor is there an agency that has had a legal mandate to intervene when informal supports are not enough.

Part 3 of the *Adult Guardianship Act*: Support and Assistance for Abused and Neglected Adults addresses the challenges created by abuse and neglect of adults by:

- providing principles to guide our actions
- providing definitions for abuse, neglect and self-neglect
- involving the people most affected and their supporters
- promoting awareness about abuse, neglect and self-neglect
- providing a clear mandate to respond to reports of abuse and neglect
- encouraging cooperation and coordination to eliminate duplication of efforts and gaps in services
- fostering the development of protocols to clarify roles
- providing the tools to use when more formal intervention is necessary.

In order to achieve improved support for abused and neglected adults, the Act says that the Public Trustee can:

- support the development of networks of support – mechanisms now known as Community Response Networks
- designate agencies to check into reports of abuse, neglect and self-neglect that they receive.

1.3 Who Will Be Served

The purpose of Part 3 of the *Adult Guardianship Act* is to provide support and assistance for adults who are abused or neglected and who are unable to seek help on their own because of:

- a physical restraint
- a physical handicap that limits their ability to seek help; or
- an illness, disease, injury or other condition that affects their ability to make decisions about the abuse or neglect.

1.4 Principles Guiding Careful Intervention

Adults are entitled to live as they wish. Even if they seem to be suffering from abuse or neglect, they have the right to choose to refuse offers of help or protection.

The Act balances this right to self-determination with the provision of support and assistance, and provides new tools for intervening when abused or neglected adults are found to be incapable and are not able to seek support and assistance on their own.

1.5 Preparation for Implementation

The Public Trustee of BC has the responsibility to implement the four Acts comprising the Adult Guardianship Legislation. Since passage by the British Columbia Legislature in 1993, activities have been underway to prepare for proclamation and implementation.

Community development activities have focused on Part 3, and in particular on financial and educational support for the development of CRNs. For the past five years, these activities have been guided by the Abuse, Neglect & Self-Neglect Planning Group convened by the Public Trustee. Current membership of the Planning Group is Appendix A.

PART II: Community Response Networks: Purpose, People and Process

2.1 The Role and Purpose of Community Response Networks

The people who advocated for this legislation had a vision of improved coordination among community support services so that fewer people would fall between the gaps in service.

As a result, Part 3 of the *Adult Guardianship Act* was drafted to allow the Public Trustee to support the development of community networks to facilitate this vision for improved coordination.

In practice, these networks have come to be known as Community Response Networks. (CRNs).

A CRN brings together individuals and organizations to coordinate support and assistance for adults experiencing abuse, neglect or self-neglect by:

- providing education and advocacy
- promoting communication and cooperation
- developing community protocols
- supporting designated agencies to carry out their individual responsibilities
- working toward prevention
- keeping track of how the response is working.

The work of the CRN focuses on broad community issues rather than on individual cases.

2.2 Community Response Network Membership

Membership includes, but is not limited to:

- People who are vulnerable to, or concerned about abuse, neglect or self-neglect, and their family, friends and advocates
- Community-based services and service providers, such as:
  - family services
  - spousal assault programs
  - transition houses
  - ethno-cultural service groups
  - banks and other financial institutions
  - physicians
  - legal services
  - associations for community living
  - senior citizen counselors
  - seniors peer counselors
  - women's centres
- Support groups, such as advocacy groups, churches, volunteer groups, peer support groups, self-help groups, service clubs, etc.

- Government ministries, agencies or programs and services such as:
  - Regional Health Authorities (continuing care, licensing, mental health)
  - Ministry for Children and Families (Community Living Services)
  - Ministry of Human Resources
  - Alcohol and Drug
  - Police
  - Victim Services
  - Emergency Health Services
  - Hospitals
  - Care facilities
- Agencies designated by the Public Guardian and Trustee, drawn from the groups listed above

2.3 Values to Guide the Development of CRNs

The Abuse, Neglect and Self-Neglect Planning Group has identified some values that communities may wish to use in the development of CRNs. Some of these values are:

- The people involved in developing a coordinated community response include:
  - **individuals served by the legislation**, including adults who are more likely to be vulnerable to abuse or neglect,
  - **individuals affected by the legislation**, including staff and volunteers of agencies and services.
- The needs, interests and participation of individuals **served** by the legislation **leads** the planning and implementation process.
- Participation is meaningful for all, and is defined by the members themselves.
- All participants endeavor to work together as equal partners in the planning and implementation process. Efforts are made to decrease power imbalances where they exist, and to build the capacity of people to participate on an equal basis with others.

The complete list of Values to Guide Practice and Process is in Appendix B.

2.4 The Evolution of CRNs

The development of CRNs began in 1995 with the selection of five communities that received funding and support from the Public Trustee through the Abuse, Neglect and Self-neglect Planning Group. These communities were Abbotsford, Duncan, Vernon, Castlegar and Kamloops. Coordinators were hired and development work began.

As the pilot communities progressed in their work, other communities became interested in beginning the work of coordination and awareness building. In 1996, a further 35 communities received small grants for modest projects, followed by increased funding over the next three years.

Generally, communities received between $3,000 and $10,000 annually with the exception of Vancouver. The funding has been used primarily to hire part-time coordinators to facilitate the community development process. At present, 65 communities in BC are at various stages in the development of their CRN.

PART III: Community Response Network Activities

Throughout the province, Community Response Networks are involved in the following activities:

- outreach to involve and liaise with a broad cross-section of the community
- education, awareness and prevention
- understanding how communities currently respond to abuse, neglect and self-neglect
- team building and relationship building
- supporting advocacy and taking on an advocacy role.

The goal of these activities is to create a coordinated community response that moves beyond a response by service providers alone.

ACTIVITY 1: Outreach to Involve and Liaise with a Broad Cross-Section of the Community

The focus of outreach is to give people the opportunity to become involved in developing a coordinated response, and to inform people about the vision for CRNs, thereby making adult abuse and neglect a concern of the wider community. Outreach is being done by:

- meeting personally with people from programs, agencies and businesses
- attending meetings and gatherings where people already come together, for example, with other related networks like domestic violence coordinating committees, elder abuse committees, seniors/caregivers/advocacy groups, ministerial associations, churches, service clubs, chambers of commerce, care providers, schools
- staffing booths at community resource fairs
- posting ads and articles in local print media
- developing brochures about the CRN to invite participation

The focus of on-going liaison is to:

- keep people up-to-date on the group's activities
- continue to invite participation in any way that is meaningful
- share what's happening, and
- avoid duplication of effort.

Faxing or mailing minutes, orientation packages and announcements of special events keeps people informed. Phone calls or short visits are ways to stay in touch.

ACTIVITY 2: Education, Awareness and Prevention

Throughout the province, communities are involved in providing information and education, raising community awareness of the issue of abuse, and talking about strategies to prevent abuse. The major issues relating to education and prevention are:

- clarifying and agreeing on the definitions of abuse, neglect and self-neglect
- the dynamics of abuse
- information about rights; for example, how do adults deserve to be treated, what constitutes financial abuse or fraud
- how the criminal justice system works in relation to the adult guardianship legislation
- understanding the current legislation related to adult guardianship
- how the new adult guardianship legislation will protect adults
- the community development approach to creating a CRN
- how CRN development is proceeding in different places around the province
- what is advocacy
- sensitizing people to the personal circumstances of others; for example, what is it like to live with an acquired brain injury, mental illness, etc.

Communities have found that the following strategies contribute to building awareness:

- video and print resources; for example, Money Matters for Seniors, ABCs of Fraud
- producing and airing TV and radio ads
- local radio and TV interviews
- submitting articles to local newspapers and newsletters
- creating a CRN networking web-site
- writing and distributing a newsletter
- collecting resources

ACTIVITY 3: Understanding How Communities Currently Respond to Abuse, Neglect and Self-Neglect

Before a community can begin to determine how it wants to coordinate its response to abuse and neglect, members need to understand the current roles, responsibilities and mandates of its services and agencies.

In order to learn more about each other, Community Response Network members are:

- discussing who is vulnerable to abuse, neglect or self-neglect
- discussing and recording how every agency:
  - responds to situations of abuse and neglect
  - identifies how people fall through the gaps
- sharing these agency protocols with all members of the network
- identifying and working to strengthen informal networks, e.g. neighbourhood or block watch programs
- identifying reporting patterns and phone lines already in existence, and learning how well they work and who they serve
- assessing the level of understanding of the dynamics of abuse, neglect and self-neglect
- debating ethical issues in light of the principles
- understanding how Part 3 of the *Adult Guardianship Act* will enhance a community's capacity to respond
- collecting statistics about the nature and number of reports
- gathering protocols already in existence

ACTIVITY 4: Team Building and Relationship Building

CRN project groups are determining how they want to work together by discussing:

- values and principles to guide the work
- how they will make decisions
- how they will deal with conflict
- how they will include everyone
- the vision for the CRN

Results of these discussions are being reflected in mission and vision statements and accompanying goals and objectives.

ACTIVITY 5: Supporting Advocacy and Taking on an Advocacy Role

Community Response Networks are supporting advocacy by:

- recognizing that advocacy is needed at three levels: personal support, trained advocates and legal advocates
- educating community on the role of advocates
- providing training and support for advocates
- discussing how to develop support networks for isolated adults

- identifying and providing information to community "champions", e.g., agencies and businesses who will assist adults beyond what is normally expected.

Community Response Networks are taking on an advocacy role by:

- identifying issues of concern and acting upon them; e.g. safer housing for adults who may be vulnerable to abuse
- pushing for proclamation of the legislation by meeting with M.L.A.'s, and writing letters to the Premier, the Minister of Health and the Attorney General
- seeking other sources of funding to ensure that CRN efforts can continue

PART IV: The Evaluation of Community Response Networks

4.1 Purpose of the Evaluation

The purpose of the evaluation was to document:

- the activities and projects in communities
- the range of people who are involved in CRNs
- expenditure of funds proportionate to various activities
- discussions about whether the CRN has been successful
- what is working well in communities
- what is challenging about the process of developing a CRN
- what would help communities in their efforts to develop CRNs

4.2 Methodology

All communities in receipt of funding during 1997 or 1998 were asked to complete a Use of Funds Report. (Appendix C)

Since this report focused primarily on content rather than process, a series of telephone interviews were conducted in 35 communities in order to learn more about the process. (Appendix D is the Interview Guide.) In addition, information from discussions with community coordinators and volunteers is included.

4.3 Emerging Themes

The following is a synthesis of themes emerging from all of the communities involved in the evaluation.

4.3.1 Themes Emerging From The Overall Picture

What is Working Well

- **People recognize the need for CRNs** and are focusing on what they can do now to improve their community's response while waiting for the legislation to come into force.

- **CRN development is viewed as a process** that takes time but that can have very positive results; for example, the building of strong, collaborative relationships will result in adults getting more effective and efficient assistance.

- **Funding has made it possible** to contract with a coordinator or facilitator on a part-time basis; in most communities this has largely been the enabling factor that has allowed communities to undertake activities.

- **Support provided by the Guardianship Implementation Project** and the Abuse, Neglect and Self-Neglect Planning Group has been essential to the process. Development of print materials and meeting on a regional and local basis have assisted communities toward their goals.

- **People have appreciated** the ability of individual communities to tailor the provincial vision to their own unique circumstances, and to allocate funds in a way that makes sense for them.

- **People are learning about community work processes** and are developing an understanding of how this will benefit future endeavours.

The Challenges

- **The short-term nature of current project funding** and the lack of certainty about future financial support makes it difficult to establish long-term plans for CRN development.

- **The lack of proclamation up until now** has, in some communities, made it difficult to maintain the interest of some participants; in the case of potential designated agencies, the front line staff are not always able to participate because of other more pressing matters, despite the fact that they will have a critical role when the legislation is proclaimed. CRNs need the support and participation of designated agencies.

- Because **there is no one way to develop a CRN**, groups are struggling to get started and to maintain a manageable focus. They want to know what constitutes a fully functioning CRN.

4.3.2 Themes Emerging From the Major Activities

Activity 1: Outreach to Involve and Liaise with a Broad Cross-Section of the Community

What is Working?

- **personal invitations** to people, with accompanying information
- **discussion** about how they can contribute, and how the issue connects to them
- **building on other networks** already in place, i.e. elder abuse or domestic violence coordinating committees
- **interest and participation** from a broad cross-section of service providers, including the police and those likely to be designated
- **a growing interest** and appreciation of the need for a CRN
- **involvement of people** at the grassroots level through groups such as neighbourhood houses and community safety offices
- **service providers and friends involving people** served by the legislation
- **broadening** the ways that people can participate, including:
  - sitting on the CRN Steering Committee
  - advisory committees that link to the Steering Committee
  - developing print and other resources to meet a variety of communication needs
  - educational events, sharing stories, community awareness
  - meeting with people on their own turf
- **continually recognizing** when there isn't enough involvement by people served by the legislation
- **communities taking ownership** of the CRN development process beyond just the coordinator and staff of designated agencies
- **respect for the work of emerging CRNs** by local government and designated agencies

What are the Challenges?

- **maintaining the momentum** without proclamation or funding certainty
- **lack of involvement** by key agencies or groups in some communities
- **involving people served by the legislation**; meaningful involvement demands that we look at different ways of working - how we share power, make decisions, and get the work done

Activity 2: Education, Awareness and Prevention

What is Working?

- **Steering Committees** are educating themselves as well as the community
- **new partnerships** are being formed with businesses and financial institutions who believe they have a role in supporting CRN development; e.g. sponsoring educational events, providing small amounts of funding for meeting expenses
- **increased awareness** in communities about abuse, neglect and self-neglect and adults' rights
- **large numbers** of attendees (50 or more) at community events; interest is growing
- **collaborating** with nearby communities to offer educational events

What are the Challenges?

- **reaching people** who are most vulnerable; they may already be experiencing abuse, neglect or self-neglect and have little or no support or access to information
- **making information available** to those most in need, in plain language and culturally sensitive ways

Activity 3: Understanding How Communities Currently Respond to Abuse, Neglect and Self-Neglect

What is Working?

- **holding community forums** where participants share their current response to abuse and neglect, as well as their frustrations about what they are unable to do
- **these forums expand knowledge** of roles and mandates, inform people about community services, build relationships and identify common areas of concern for further work
- **group or community discussions about ethical dilemmas**, e.g. no tolerance for abuse versus an adult's right to choose to live at risk (balancing the principles of the legislation)
- **service providers and other community members** are becoming clearer about who can help in situations of abuse, neglect or self-neglect
- **increasing awareness** of the importance of supporting and strengthening informal networks
- **discussing the dynamics of abuse** and the different perspectives from the women's, community living and elder abuse movements

What are the Challenges?

- **not having a mandate** to respond that is in the new legislation
- **a lack of clarity** about who to call for assistance with abuse or neglect
- **balancing the process** of developing the CRN, with the real need to improve the response to adults experiencing abuse, neglect and self-neglect right now
- **broad differences** in attitudes, knowledge and opinions about abuse
- **a tendency to want to formalize** the response prematurely, i.e. deciding on a 1-800 telephone number without connecting with others about whether this is the best approach
- **people do not always know** about the services, supports, and networks that already exist
- some potential designated agency staff are concerned about possible **increased workloads**

Activity 4: Team Building and Relationship Building

What is Working?

- **increased appreciation** for other's viewpoints
- **respect for one another's work**; mutual respect makes us more committed to bringing the community together
- just spending time together is **building relationships**.
- people are feeling **free to share ideas** even if they are contentious.

What are the Challenges?

- dealing with many **diverse points of view**
- truly **sharing power**
- **taking the time to talk** about difficult issues
- **dealing with history** where people have experienced violations of trust

Activity 5: Supporting Advocacy and Taking on an Advocacy Role

What is Working?

- more **advocacy models** are being developed and tried in communities around the province (See Part VII - Support and Assistance Projects)

What are the Challenges?

- **lack of trained advocates** in many communities
- **isolated adults** who may be experiencing abuse, neglect or self-neglect with no one in their lives to support them

PART V: Recommendations from the Communities

5.1 To the Guardianship Implementation Project at the Public Trustee

Communities identified a number of strategies to support their work:

- More regional meetings where there are opportunities to talk about what's working, what isn't and share locally developed resources

  Status: 7 meetings held up to June 1999

- Continued community visits to provide information on the legislation and CRN development, to increase CRN visibility and provide affirmation that communities are on the right track

  Status: Requests for meetings and workshops are almost always accommodated; CRNs will be notified of community orientations in Fall 1999 and early 2000.

- An opportunity to meet provincially to find out what others are doing outside their own regions

  Status: Utilize existing provincial conferences to meet with CRN representatives

- More regular news bulletins from the Guardianship Implementation Project regarding the status of implementation activities

  Status: CRN News Bulletins planned for four times a year or as needed. The latest edition was circulated in August 1999.

- Facilitate a community-driven process that identifies the elements of a fully functioning CRN

  Status: Plan in place; first phase underway

- Work provincially to encourage the involvement of some organizations who are consistently not involved in CRNs

  Status: Addressed by the Abuse, Neglect & Self-Neglect Planning Groups

- Take a leadership role in assisting communities with more effectively involving people served by the legislation

  Status: Inclusion Focus Group complete; information is to be relayed to all CRNs and shared at regional meetings

- Make available to all CRNs the results of the four Support and Assistance Pilot Projects;

  Status: Projects complete; results will be documented and published for all CRNs by Spring 2000

- Explore the development of plain language and culturally sensitive materials

  Status: Some plain language documents in draft; more work to be done

- Implement the "Getting Ready to Respond" Plan endorsed by the Abuse, Neglect and Self-Neglect Planning Group in February 1999

  Status: Planned and in process

- Address designated agency workload concerns

  Status: Workload Project is underway; all designated agencies have been invited to participate; results from first three communities have been summarized; first phase complete February 2000

5.2 To the Ministry of Attorney General

- Proclaim the Adult Guardianship Legislation

  Status: Selected sections of all four Acts proclaimed June 29, 1999 to come into effect February 28, 2000

- Continue to fund CRNs by providing $300,000 in funding on an annual basis for a minimum of three more years

  Status: Funding request in 2000-2001 budget

- Continue to provide funds to the Guardianship Implementation Project in order to facilitate the supports communities are requesting

  Status: The need for this support to communities is acknowledged by the Public Guardian and Trustee and is intended to continue

5.3 To the Designated Agencies When Proclamation Occurs

- Recognize the work of CRNs and support staff to participate

  Status: This is evident already in many communities

PART VI: Enhancing the Development of Community Response Networks: Six Related Projects

The challenge to develop coordinated community responses to abuse and neglect of adults in a province as large as British Columbia is a vast undertaking.

Abuse is a complex issue, often involving the important people in our lives. As well, one situation of abuse may involve many services in the community, such as home support nursing, police, the Public Trustee, transition house, volunteer peer counselor, and others. Ethical dilemmas abound.

Neglect may be deliberate, or the result of a lack of knowledge or not enough supports for the caregiver.

The issue of self-neglect presents considerable dilemmas for staff. As well, communities must look at how services are designed, offered and delivered, involving the people they strive to serve.

Thus, the challenge for the Abuse, Neglect and Self-Neglect Planning Group at the Public Trustee of British Columbia has been to identify and implement activities that would assist and support community members throughout the province to create support networks.

The following projects were planned, funded and implemented during the past four years to enhance, support and encourage community members in the development of Community Response Networks.

6.1 The Pilot Projects

In 1995, the Planning Group invited proposals from communities that were interested in becoming "pilot communities".

The five selected communities began the work of creating networks of support using the community development process. Regular reports from these five pilots formed the basis of our knowledge about how to foster this kind of work.

The communities were funded for two phases over a period of a year. Each community received funding to hire a coordinator who would facilitate, encourage, promote, lead and follow the members of the network.

The five pilot communities were Abbotsford, Duncan, Castlegar, Vernon and Kamloops. The work of these communities, and the things that they learned are documented in a Public Trustee of British Columbia publication entitled Developing Coordinated Community Responses to Adult Abuse, Neglect, and Self-Neglect: **Learning From Five Communities.**

6.2 The Coaches and Mentors Initiative

As word of the legislation became better known, and the work of the five pilot communities gained momentum, more communities wanted to begin the work of creating networks of response.

While some communities had created Elder Abuse Networks with the support of the B.C. Coalition for the Elimination of Abuse of Seniors, many communities had not begun any formal networking or coordination.

As the work of the five communities began to spark initiatives in an additional 65 communities in the province, it became clear that considerable support was required by communities. And thus the coaches and mentors initiative began.

The coaches and mentors are coordinators from the pilot communities plus other members of the Planning Group with proven skills in community development.

Funding from the Guardianship Implementation Project made it possible for mentors to respond to queries from communities, provide advice on the phone, or attend community meetings to assist with various aspects of development.

The Coaches and Mentors Program has met an important goal of implementation - that of building regional and local connections and expertise.

6.3 Support and Assistance Project

We know that when we have supportive family and friends in our lives, we are less likely to be subject to abuse or neglect. People are safer with others in their lives who care for them.

Early in 1997, the Planning Group wanted to examine the effect of providing support and assistance to people who may be vulnerable to abuse, or wanting to leave abusive situations, and who do not have others in their lives to provide support.

With a small amount of one-time-only money, Community Response Networks were asked to indicate their interest in a demonstration project that would focus on:

- preventing abuse, neglect or self-neglect, or
- supporting people wanting to leave these situations, or
- providing information and support to people who are alone and needing help making decisions about health care.

The Planning Group selected projects that met the following criteria:

- focus on adults who have lost or never had sources of support and who are dealing with situations of abuse or neglect, or who are in need of help with making decisions about health care
- strengthen existing resources or create new sources of support
- are planned and delivered in conjunction with the local Community Response Network Steering Committee
- are of approximately three months duration
- are not dependent on continued funding
- are unique, innovative and differ from one another.

A key expectation was that the demonstration projects must be transferable to other communities.

The following projects were selected:

- **Quesnel - An Effective Advocacy Network**
  This project provided start-up costs for the development of an advocacy network. Once the network is established, it is expected to be self-sustaining.

- **Comox/Courtenay - Advocacy in Care Facilities**
  The project looked at successful advocates, a job description for advocates, and building partnerships with care facility operators.

- **Delta – Training for Gatekeepers**
  Key people in businesses and services throughout the community were trained to become aware of situations of potential abuse, neglect and self-neglect. They will be able to share this information with others at their worksites.

- **North Okanagan – Development of Alternate Communication Tools**
  Information about the rights of adults, and about abuse, neglect and self-neglect has been put into a brochure using a picture format, and can be adapted for any community.

These four projects have had support from a project coordinator who has guided the communities through a participatory approach to evaluation.

Results of the projects are in the process of being compiled into a kit for all Community Response Networks to be distributed before the end of 1999.

6.4 Workload Project

This project is a result of concerns expressed about possible increases in workload as a result of designation for the purposes of Part 3 of the *Adult Guardianship Act*.

The project is intended to document work related to the management of reports of abuse, neglect and self-neglect both before and after the legislation comes into force. Staff in many health authorities throughout the province have volunteered to participate in the project.

A Task Group that includes representatives of health authorities from large and small communities, as well as representatives of the Ministry of Health, the Public Trustee of British Columbia and community has been established to guide the project.

The group determined the information to be collected and created a form for documentation. An accompanying key explains components of the form.

The projects will help to determine the amount of staff time used in each situation, other people who were involved, and the source of reports of abuse and neglect. As well, respondents are being asked to identify barriers to effective and efficient management of reports of abuse and neglect.

A post-test in the same communities and under similar circumstances eight months after implementation of the legislation will provide insight into changes in workload as a result of designation.

6.5 Assessment of Incapability Steering Committee

The question of capacity is a very sensitive issue, with the potential to have significant impact on an adult's self-determination.

With this in mind, a committee was created to develop practice guidelines for specific situations within the four Acts that comprise the Adult Guardianship Legislation.

The composition of the committee was a critical first step to ensuring that any documents produced would be respected, supported and practical. Membership includes representatives of advocacy organizations, health care professionals, service providers and government.

The first task of the committee was to develop guidelines for Part 3 of the *Adult Guardianship Act*: Support and Assistance for Abused and Neglected Adults.

The creation of a set of principles to guide the incapability assessment process was an important first step. The committee then wove these principles into a respectful and comprehensive process designed to address a situation where an adult appears to be incapable, is refusing support and there is evidence of abuse or neglect.

Focus group sessions were held to obtain input into the draft practice guidelines. Participants included practitioners, family members, advocates and adults whose capability may have been questioned at some time in their lives. Their ideas and suggestions were considered and incorporated into the guidelines.

A remarkable degree of consensus was achieved by the Steering Committee, and the Guidelines stand as evidence that individuals representing many different perspectives can find a way to make things work for the benefit of all.

6.6 Public Information Brochures and Guidelines

The Guardianship Implementation Project, with the support and expertise of members of the Planning Group, has produced a number of public information brochures, guidelines and documents to assist the work of communities to prepare for this legislation.

Some documents have been widely circulated, while others are still under development. All will be available through the Adult Guardianship Implementation Project, and on the Public Trustee website at www.trustee.bc.ca.

APPENDIX A

Adult Abuse, Neglect and Self-Neglect Planning Group

PEARL McKENZIE
Seniors Advocate

MARGARET McPHEE
Population Health Advisory Committee, VRHB

CAROL WARD-HALL
BC Coalition for the Elimination of Abuse of Seniors

HELEN CONNOLLY
Community Coalition for the Implementation of Adult Guardianship Legislation

PAULINE FISHER
Vancouver CRN

KATHY DOERKSEN
Abbotsford Community Legal Services
Abbotsford CRN

BARBARA LEVESQUE
Vernon CRN

MIKE VANDERBECK
Social Planning Council for the North Okanagan, Vernon CRN

MARJATTA BREUHAN
Cowichan Valley Independent Living Resource Centre, Duncan CRN

HEATHER VON ILBERG
Castlegar CRN

FRANK VAN ZANDWIJK
Community Living Branch
Ministry for Children and Families

GERI HINTON
Office for Seniors

DIANNE GARRETT
Simon Fraser Health Region

MARTY LUND
Strathcona Mental Health Team
Greater Vancouver Mental Health Services

MARG GINGRAS
South Okanagan Health Region, Kelowna CRN

DON BEDDOWS
Community Coalition for the Implementation of Adult Guardianship Legislation

ANDREA ROLLS
Community Justice Branch
Ministry of Attorney General

MAUREEN TIERNEY
Community Care Facilities Branch
Ministry of Health

JANE HOLLAND
Advocate for Service Quality
Ministry for Children and Families

LINDA DERKACH
Director of Implementation
Public Guardian and Trustee

ALISON LEANEY
Implementation Project
Guardianship Legislation
Public Guardian and Trustee

KIMBERLEY AZYAN
Manager, Intake Services
Services to Adults Division
Public Guardian and Trustee

TAM LUNDY
Facilitator

APPENDIX B

Values to Guide Practice and Process in the Community

1. The people involved in developing a coordinated community response include:
   a) individuals served by the legislation; and
   b) individuals affected by the legislation

2. The needs, interests and participation of individuals served by the legislation leads the planning and implementation process.

3. Participation is meaningful for all participants, and is defined by the participants themselves.

4. The skills and knowledge of all participants are recognized, valued and supported.

5. Activities for participation are varied and flexible to meet the specific needs and wishes of a wide variety of participants.

6. All participants endeavor to work together as equal partners in the planning and implementation process. Efforts are made to decrease power imbalances where they exist, and to build the capacity of all members to participate on an equal basis.

7. Professionals transform their practice from "doing for' to "doing with' to enable full participation.

8. All participants communicate, share information with each other and are kept informed.

9. All communication is in clear or plain language or in some other form that is understood by participants. Special efforts are made to communicate with all individuals.

10. Policies, procedures, protocols and regulations are developed with maximum participation of people served and affected by the legislation.

11. Provincial guidelines for developing a coordinated community response embody respect for the diversity of B.C.'s communities, and support for local control.

12. Accountability is built into all plans for implementation of the Adult Guardianship Legislation, at both the government and community levels; evaluation will address both process and outcome.

APPENDIX C

Use of Funds Report for April 1997 to Present

Reporting Deadline: Friday, September 18, 1998

Community:			
Date Completed:			
Completed By:		**Tel:**	**Fax:**
		Tel:	**Fax:**
		Tel:	**Fax:**

1. Please **describe the activities** your CRN group has undertaken related to some **or** all of the following (use extra paper if necessary). **How** has your group done...

   - **Outreach** to involve a broad cross section of people both served and affected by the abuse, neglect and self-neglect part of the adult guardianship legislation

   - **Planning on How to Proceed** - for example, identifying priority activities, developing terms of reference or goals and objectives, identifying community strengths, or other

- **Education** - for example, about the dynamics of abuse, neglect and self-neglect, rights, the concept and role of the CRN, the abuse, neglect and self-neglect provisions of the adult guardianship legislation or other topics

- **Prevention** - for example, giving the community information about rights, attitudes, reducing isolation in peoples' lives or other

- **Advocacy** - for example, by strengthening or developing a new support and assistance project or other

- **Understanding the Current Response - An Initial Phase of Protocol Development** - for example, discussing, recording how various players in the community currently respond to abuse, neglect and self-neglect, identifying relevant interagency protocols already in place, or other

- **Other Activities** not mentioned thus far - for example, other community development activities

2. Has your CRN group discussed how you will know that the CRN's activities have made a difference? If so, what are the success indicators you have identified?

3. Who is currently involved with your CRN group/project? List names, agency affiliations (if applicable) and their level of involvement (by using a "✓")

	Name	Actively Involved	Want to be Kept Informed
⇒ from the potential Designated Agencies? ▪ Health Region – • Continuing Care • Mental Health • Licensing ▪ Ministry for Children and Families • Community Living Services			
⇒ from the local police detachment?			
⇒ from other parts of the community, such as individuals and other community agencies, groups and related networks – for example, domestic violence or elder abuse committees			

4. How have the funds for your CRN project been spent? Use the categories that apply to your project.

REVENUE	
Installment 1	$
Installment 2	$
Total Receipts	$
EXPENSES	
Administration Fee	$
Advertising	$
Coordinator/Facilitator Fee	$
Consultation	$
Education	$
Enabling Funds	$
Meeting Support • agenda/minutes preparation • room rental	 $ $
Office Supplies	$
Phone/Fax	$
Photocopies	$
Postage	$
Production of Community Specific Materials	$
Refreshments	$
Special Events • workshops • education sessions	 $ $
Total Expenses	$
AMOUNT REMAINING TO DATE	$

5. What activities does your CRN group/project hope to undertake over the next six to twelve months?

6. Please place a "✓" beside and attach all of the following that are available:

- ❑ minutes of meetings
- ❑ outreach materials designed to get people involved
- ❑ advertising for larger community meetings – for example, flyers, posters
- ❑ community specific brochures
- ❑ terms of reference, goals and objectives
- ❑ draft, beginning protocols
- ❑ other – please list

7. **Additional Comments** - for example, about the CRN development process, or things you want us to know

THANK YOU SO MUCH FOR TAKING THE TIME TO PROVIDE US WITH THIS VALUABLE INFORMATION!! WE'LL BE PUTTING IT TO GOOD USE!!

APPENDIX D
Telephone Interview Guide

Goals

- to document and celebrate the great work being done
- to highlight what else might be helpful

The Question Tips

- What is the status of the project? Describe what the CRN is currently doing.
- What are your thoughts about the supports currently provided by our office?
- What's working well in developing the CRN?
- What are the challenges your group faces?
- What would help your group with CRN development?
- Additional comments – anything you didn't put in your report or points that you want to make now
- Confirm contact names and info